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Letter dated 10 April 2015 from the Permanent Representative of Kyrgyzstan to the United Nations addressed to the President of the Economic and Social Council

I have the honour to attach herewith the national report of the Kyrgyz Republic on progress towards the achievement of the internationally agreed goals, including the Millennium Development Goals, for the annual ministerial review to be held during the high-level segment of the 2015 session of the Economic and Social Council (see annex).

I should be grateful if you would circulate the present letter and its annex as a document of the Economic and Social Council, under agenda item 5 (c).

(*Signed*) Talaibek **Kydyrov**
Permanent Representative of the
Kyrgyz Republic to the United Nations

15-05730 (E) 100615 120615

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Annex to the letter dated 10 April 2015 from the Permanent Representative of Kyrgyzstan to the United Nations addressed to the President of the Economic and Social Council

[Original: Russian]

National report of the Kyrgyz Republic to the Economic and Social Council

Progress towards the achievement of the internationally agreed goals, including the Millennium Development Goals

Introduction

1. The time frame for the United Nations Millennium Declaration is now drawing to a close. As early as 2013, Kyrgyzstan became actively involved in developing the post-2015 development agenda. It held broad-based national consultations regarding post-2015 development priorities, which identified the most urgent areas for the country's continued development. In July 2013, the country hosted a high-level development conference attended by representatives of government agencies, civil society organizations, donor countries, international financial institutions and the United Nations system. Agreements were reached at the conference on the process of achieving the Millennium Development Goals (MDGs) and on advancing the new sustainable development goals and targets that are now being actively discussed by the international community.

2. As a result of the national consultations held in July 2014, the Kyrgyz Republic launched a national dialogue on enhancing the potential and effectiveness of institutions, including a series of seminars on developing mechanisms to improve the potential and effectiveness of State, local government and civil society institutions.

3. This national voluntary presentation is one element of the process of advancing the new development goals. The key objectives of this report are to assess the progress made towards achieving the MDGs in the Kyrgyz Republic, to evaluate the institutional components of progress towards the MDGs and, most importantly, to attempt to define the road map for the transition from the MDGs to the sustainable development goals (SDGs).

4. The first chapter of the report reviews Kyrgyzstan's progress towards the MDGs as of early 2014. It presents an analysis of the institutional component of the MDG achievement process and describes the main conclusions derived from an analysis of public institutions and policy papers.

5. The second chapter examines Kyrgyzstan's transition from the MDGs to the SDGs, the degree to which the goals and targets of policy papers at various levels are consistent with the SDG goals and targets, and the role of various institutions in advancing the development agenda.

6. The conclusion sets forth the conclusions and the steps to be taken towards adapting the global SDGs to the country's conditions.

Chapter 1. Assessment of progress towards the MDGs

7. In September 2000, the President of the Kyrgyz Republic endorsed the United Nations Millennium Declaration. Under the Declaration, the Kyrgyz Republic expressed its commitment to eight key obligations: the Millennium Development Goals (MDGs). In order to fulfil them, the country had to reduce the poverty level and attain sustainable human development by ensuring gender equality, providing all citizens with access to education and health care, reducing child mortality, improving the level of maternal health, combating HIV/AIDS and other infectious diseases and ensuring environmental sustainability.

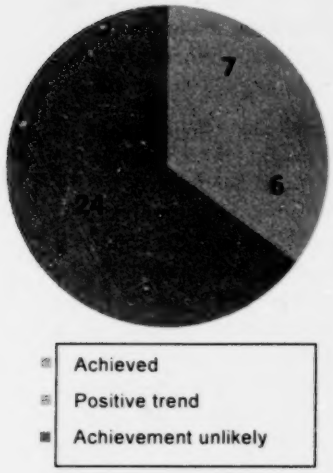
8. For the purposes of this report, the time that has elapsed since the adoption of the Declaration may be divided into two periods. The first period corresponds to the process of adapting the MDGs. The goals and targets were adapted to fit the country's development circumstances, with active support from donor organizations. Indicators were developed to monitor progress towards the MDGs and the country's first MDG progress report was published. The second period corresponds to the process of MDG integration, i.e. the incorporation of the goals, targets and indicators into the country's development policy papers and the launching of a statistical system for monitoring progress. An MDG Coordinating Committee was established as an institutional framework. Its main function was to enhance coordination among the agencies working towards the achievement of the MDGs. During that period, the second and third MDG progress reports were prepared, along with an updated edition of the second report reflecting the consequences of the global financial crisis.

9. The Kyrgyz Republic has made appreciable progress on several goals. Figure 1 shows an aggregate analysis of the progress made towards the MDGs, based on the data in the latest MDG report.[1]

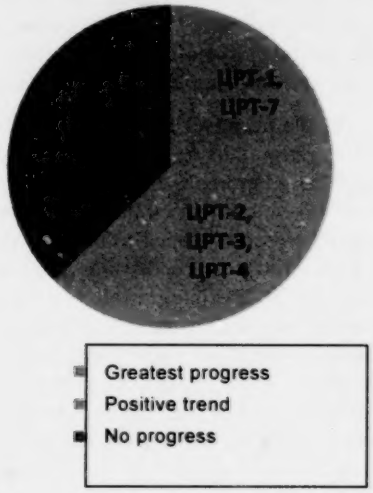
[1] The Kyrgyz Republic: Third report on progress towards achieving the Millennium Development Goals. 2013, 140 pp.

Figure 1
Assessment of progress towards the MDGs in the Kyrgyz Republic

1.1. Progress on indicators



1.2. Progress on goals



* *Note*: there are no recent data for some indicators.

10. Significant progress has been achieved on only two of the eight goals; there is a positive trend with respect to three of the goals, while no progress has been made on the remaining three. As for the target values set for the 37 officially adopted indicators (although there were originally 36, in 2012 an additional indicator, on the use of modern contraceptives, was adopted under goal 5), 6 of them have been reached and progress has been made towards 7. No significant progress has been made with respect to the remaining indicators.

1.1. Progress towards the MDGs as of 2014

11. As noted above, the greatest progress has been made towards goals 1 and 7; most of the targets under these goals have been reached.

12. The extreme poverty reduction target had already been reached by 2008. Extreme poverty continued to decline steadily until 2010. However, in subsequent years, economic and political challenges and problems had a detrimental effect on the country's socioeconomic situation. The retail, service, construction and tourism industries proved to be the most vulnerable. These sectors (with the exception of construction) primarily employ women, low-income citizens, individual entrepreneurs and small-scale traders. In 2010, the progress made in reducing overall and extreme poverty was reversed by a spike in poverty indicators, with the extreme poverty rate increasing from 3.1 per cent to 5.3 per cent. The Government took measures to strengthen social support for low-income sectors of the population, increasing pensions and providing financial assistance. This helped to lower the percentage of the population living in extreme poverty to 4.5 per cent in 2011 and

4.4 per cent in 2012. In 2013, t' e percentage of the population living in extreme poverty stood at 2.8 per cent, which was four times lower than the target.

13. Although the target for reducing extreme poverty was achieved, progress towards the other two targets under goal 1 remains volatile. In 2011, the indicator on the prevalence of underweight children under six years of age showed a slight improvement (by decreasing from 7.4 per cent in 2010 to 6.9 per cent in 2011). However, in 2013, this indicator rose to 8.7 per cent, which is almost three times higher than the target value. The change in the indicator for the proportion of the population living on less than 2,100 Kcal per day is closely linked to the trend in extreme poverty, and the target value has not yet been reached. Up until 2009, the situation improved noticeably, with a gradual reduction in the percentage of the population suffering from undernourishment, from 60.5 per cent in 2001 to 40.7 per cent in 2009. At that point, the situation began to deteriorate. The gap between the target value of 27.7 per cent and the actual value began to increase. In 2013, the proportion of the population living on less than 2,100 Kcal per day stood at 48.6 per cent. According to the data in the third MDG progress report for Kyrgyzstan, the trend in the percentage of expenditure allocated for food is highly dependent on the type of food purchased and market fluctuations. Seventy-nine per cent of households reported high food prices. According to 2012 price data, the share of expenditure allocated for food in households with low food security was 61 per cent.

14. Overall, the environmental situation in the country is relatively favourable. Many of the indicators under goal 7 have been reached. These include the indicators on greenhouse gas emissions, consumption of ozone-depleting substances and carbon dioxide emissions. In 2012, Kyrgyzstan ranked 101st on the Environmental Performance Index (EPI), ahead of all the other Central Asian republics.

15. Since 2005, national policy papers have taken environmental issues into account as a key development priority. The Kyrgyz Republic's national sustainable development strategy for 2013-2017 aims to protect the environment and promote "green" technologies. The environment and climate change are cross-cutting issues in the Kyrgyz Republic's sustainable development transition programme for the period up to 2017. The development of various ecosystems is reflected in national programmes and strategies, including the lumber industry development framework, the national forest programme, the programme for the sustainable development of the Issyk-Kul environmental-economic system, the priority areas identified for adaptation to climate change in the Kyrgyz Republic for the period up to 2017, and so on.

16. Nevertheless, local and international experts have drawn attention to the diminished effectiveness of efforts to ensure the sustainable use and protection of natural resources over the last few years. Kyrgyzstan's special features include its extreme natural conditions and highly vulnerable mountain ecosystems. The rugged landscape gives rise to unique living conditions in the foothills, plains and valleys, where human settlements and almost all manufacturing and agricultural production are concentrated.

17. This is why the MDG indicators of greatest concern are those on the proportion of people with sustainable access to sanitation and safe drinking water. Although the target level for water access has been achieved, the quality of water access remains low. In 2013, the indicator slightly decreased (from 93.2 per cent in

2012 to 89.6 per cent in 2013, compared to a target value of 90 per cent). In 2013, the proportion of people with access to sanitation stood at 28 per cent, which is 12 percentage points lower than the target level of 40 per cent.

18. It is difficult to identify goals for which trends in all areas have been favourable. Progress has been seen in only a few of the health-care indicators, such as the under-five mortality rate, the infant mortality rate, the incidence of malaria[2] and death rates associated with tuberculosis, and in a few of the gender equality indicators, such as the ratio of women in tertiary education and the proportion of seats held by women in the Zhogorku Kenesh.[3]

19. A certain positive shift has been noted in some of the indicators under goal 2. For example, very high (over 99 per cent) literacy rates have been maintained among 15- to 24-year-olds, and the rates show an upward trend. Children's middle school enrolment is on the rise. Although the situation in relation to this goal is stable, there is a small but persistent gender and territorial disparity linked to the population's migration from the regions to the cities.

20. Of particular concern is the lack of significant progress towards goals 5 and 6.

21. At present, an unfavourable situation has developed with regard to goal 5. The Kyrgyz Republic has the highest maternal mortality ratio of all the Eastern European and Central Asian countries (in 2009, the highest level was 63.5). Prior to 2013, the maternal mortality ratio remained generally volatile and showed almost no improvement. The issue of maternal mortality is complicated by such social factors as internal and external migration, female poverty, gender-based violence and early marriage, which are major causes of it.

22. In 2013, to resolve the problem in conjunction with the MDG Acceleration Framework, a study on the situation of health care was conducted and a 2015 national plan of action on accelerating progress towards the health-related MDGs and reducing maternal mortality was developed. Under that document, obligations were assigned only to the Ministry of Health. At present, a set of measures is being prepared under the recently adopted Health 2020 programme, which will include measures aimed at reducing maternal mortality not attributable to medical causes.

23. As a result, in 2013, the maternal mortality ratio stood at 36 per 100,000, which was significantly lower than the ratios in recent years. However, starting in 2014, the indicator rose, reaching the same levels as in previous periods.

24. With regard to goal 6, some indicators show a positive trend. Of greatest concern are such socially significant diseases as HIV/AIDS, drug dependence and tuberculosis. The number of new cases of HIV infection continues to grow; the spread of a drug-resistant strain of tuberculosis and the rise in injecting drug users are particularly troubling.

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[2] As a result of integrated anti-malaria measures, the spread of malaria was halted in Kyrgyzstan in 2011. In 2014, the country officially requested the World Health Organization (WHO) to certify the country as malaria-free, and the first WHO evaluation mission took place in June 2014. It is expected that the certification process will be completed in 2015.

[3] A number of other interrelated gender indicators show an unfavourable trend. The number of women working in the State and local civil service and the level of women's economic activity are decreasing. Indicators on reported cases of violence against women and children, early marriage and school dropout rates among girls are on the rise.

25. According to WHO and the Joint United Nations Programme on HIV/AIDS (UNAIDS), Kyrgyzstan is one of the seven countries with the fastest-growing rates of HIV infection in the world. The number of cases of HIV infection has increased 37-fold since 2001 and has continued to grow by 10 to 19 per cent per year over the last five years. The number of cases of HIV infection among women and children is growing, amounting to 32.2 per cent and 9.5 per cent of registered persons, respectively.[4] In 2013, the Government launched an HIV/AIDS programme featuring measures to strengthen inter-agency cooperation, mobilize communities, integrate new technologies into health-care services and reform the service delivery system, among others. As a result, it was possible to begin to contain the spread of HIV infection. Thus, in 2013, the HIV infection rate was 8.3 per 100,000 population and the HIV mortality rate was 0.7 per 100,000 population.

26. With regard to countering the spread of tuberculosis, political support and commitment were obtained for implementing measures to lower tuberculosis morbidity and mortality. A law on the protection of the Kyrgyz population from tuberculosis was adopted and secondary legislation was developed, and a national programme to combat tuberculosis is being implemented on the basis of the principles of the World Health Organization's End TB strategy. Nevertheless, the high incidence of tuberculosis and the rise of the disease's drug-resistant forms are troubling. Kyrgyzstan is one of the 27 countries with the highest rates of multidrug-resistant tuberculosis in the world and one of the 18 high-priority countries in the WHO European region. According to official sources, in 2013, the incidence of tuberculosis was 102.4 per 100,000 population and the associated mortality rate was 10.7 per 100,000 population.[5] According to preliminary data, in 2014, the tuberculosis mortality rate stood at 7 cases per 100,000 population, which corresponds to the target level for this indicator under goal 6. A final conclusion on the attainment of this goal can only be drawn at the end of 2015, once official data become available and some degree of stability is observed.

27. In the last few years, international drug cartels' intensified use of the country's territory for trafficking drugs into European Union countries and Russia has contributed to rising drug dependence. While the number of people with drug dependence increased in 2012 (by an average annual rate of 5.2 per cent), in 2013, this figure dropped to 3.2 per cent. In 2014, the number of injecting drug users totalled 25,000, of whom 12 per cent, or approximately 3,000 people, were women. According to estimates, the number of injecting drug users has remained stable and represents 0.6 per cent of the country's adult population.

28. Overall, in the 15 years since the adoption of the Millennium Declaration, the attitude towards the achievement of the Millennium Development Goals has significantly changed. The MDGs have been adapted and integrated into the country's policy papers, and government bodies and civil society have participated in the drafting of published MDG progress reports and various other issuances

[4] Moreover, according to WHO/UNAIDS, the actual number of people living with HIV is 1.5 times greater and amounts to 8,021 people.

[5] According to the WHO *Global Tuberculosis Report 2013*, the incidence of all forms of tuberculosis in Kyrgyzstan reached 141 and their prevalence reached 217 per 100,000 population. According to the latest official WHO data on prevalence, the number of people afflicted by multidrug-resistant tuberculosis represents 26 per cent of new cases of tuberculosis and 68 per cent of previously treated cases.

concerning the MDGs. Nonetheless, significant progress has not been made towards achieving the targets, for reasons which will be examined later in this report.

1.2. The MDG integration process

The MDGs and development policy papers

29. Considering that the Millennium Declaration is one of the foundational documents for global development, its goals are evidently supposed to form the basis for national development. Thus, the extent to which they are reflected in policy papers is an important aspect of achieving the targets. The first document in the country to include the MDGs was the first MDG progress report, which was published in 2003. The report defined the system of national goals, targets and indicators which have subsequently formed the basis for national development documents. The preparation of the first report coincided with the adoption of the national poverty reduction strategy for the period 2003-2005, which reflected only a few elements of the MDG achievement process. Thus, the strategy expressed the need to reduce poverty, make the transition to sustainable development, resolve social problems, and so on.

30. The first national policy paper to directly include MDG indicators as part of the Government's policy was the Manas Taalimi health-care development programme for the period 2006-2010. It was the first to provide for the monitoring of trends in the indicators under goals 4 and 5 and, moreover, to qualify them as "MDG indicators" rather than health-care indicators. The achievement of the MDGs was declared a priority goal for the health-care sector.

31. In 2007, the country development strategy for 2007-2010 was adopted. The strategy declared that "human and social development issues are at the heart of the Kyrgyz Republic's government policy. They include poverty reduction and the provision of educational opportunities, health care and favourable living conditions, as well as the protection of vulnerable segments of the population. All these goals coincide with the Millennium Development Goals (MDGs). Thus, the MDGs constitute the framework of the Kyrgyz Republic's development strategy". However, only 19 MDG targets were listed in the matrix for monitoring and assessing the strategy's implementation. One of the strategy's oversights was the fact that, in some of its priority areas, such as education and health care, the indicators fully coincided with MDG targets, while most of the other areas included virtually no MDG targets.

32. In 2009, the country development strategy for 2009-2011 was adopted; it did not further address issues related to the MDGs. Given the political events of 2010, a matrix of indicators for this strategy was not adopted.

33. The third MDG progress report submitted by the Kyrgyz Republic notes that "current documents consider, to a somewhat greater extent, issues related to the achievement of the MDGs". The national sustainable development strategy for 2013-2017 emphasized a commitment to meeting the eight key goals of the Millennium Declaration and clearly stated that "The strategy is aimed at the sustainable development of the Kyrgyz Republic and its implementation will also contribute to achieving the MDGs". Because the MDGs fully reflect the principles of sustainable development, the national sustainable development strategy, which was enacted by presidential decree, and the establishment of the National Council

for Sustainable Development may be regarded as timely steps which have helped to consolidate the efforts of all stakeholders to achieve the MDGs by 2015 and have laid the foundation for the country's further sustainable development.

34. Since 2013, the Kyrgyz Republic's sustainable development transition programme for 2013-2017 has been in effect. It will serve as a genuine governing instrument for the implementation of the national sustainable development strategy over the next five years.

35. Two annexes were adopted to evaluate the implementation of the sustainable development transition programme: a matrix of monitoring and assessment indicators and a table of human development indicators (2013-2017).

36. When the sustainable development transition programme was adopted, there were 31 active MDG indicators.[6] Of those, 12 are identical or very similar to indicators in the monitoring and assessment matrix, and 14 are identical or very similar to indicators in the table of human development indicators. Five or six indicators in the table are not reflected in the matrix. In addition, some indicators are reflected in macroeconomic projections. It may be said that, out of the 31 MDG indicators, the sustainable development transition programme contains approximately 20. Many of the target values for these indicators (particularly the ones related to health-care goals) deviate from the target values for the MDG indicators and are far more pessimistic.[7] In this regard, it should be noted that there are flaws in the methodology for determining target values.

37. The sustainable development transition programme contains some indicators which are more practicable from the standpoint of MDG implementation. These include the indicator for women's representation in government bodies, particularly the proportion of women holding senior political and administrative government posts and serving as deputies in local councils (*kenesh*).

38. As previously noted, the indicator for access to safe drinking water has been reached. However, the quality of drinking water remains low. In this regard, it is important to stress that the aims of the sustainable development transition programme include improving the quality of drinking water by ensuring that at least 90 per cent of all samples from the drinking water supply system meet the relevant quality standards.

The role of public institutions in the process of achieving the MDGs

39. One of the major steps taken by the Government to improve the coordination of efforts to achieve the MDGs was the formation, on 1 April 2009, of the MDG Coordinating Committee. This Committee is mandated to coordinate and promote the full and timely implementation of measures to achieve the MDGs, including those contained in the country programme action plan, by national partners, ministries, State committees, administrative departments, other executive authorities and local public administrations, and to monitor and assess the results achieved. The

[6] While there were originally 37 indicators, the target values for three indicators under goal 7 have been reached, and three indicators under goal 8 have been hard to monitor due to a lack of reliable sources of information.

[7] For example, the target values (per 100,000) are 19 for infant mortality (versus 8.5 under the MDGs), 18.7 for child mortality (versus 10.4), 46.6 for maternal mortality (versus 15.7), 92 for the incidence of tuberculosis (versus 52), etc.

Committee holds periodic meetings at which information is provided on the progress made in the implementation of approved plans for implementing programmes and projects related to the achievement of the MDGs. The Committee is composed of representatives of relevant ministries and departments, representatives of the Office of the Prime Minister and government ministries, and donor organizations. The Committee is chaired by the Deputy Prime Minister for Social Affairs. In addition, a number of cross-sectoral committees established at the same time as the Coordinating Committee have demonstrated their effectiveness in terms of achieving the MDGs.[8]

40. A parallel MDG monitoring process is carried out by the Zhogorku Kenesh of the Kyrgyz Republic. Issues related to the achievement of the MDGs, including legislative proposals in the areas of health, education, social support, etc., are considered during parliamentary proceedings.

41. The body chiefly responsible for collecting data for the assessment of progress in achieving the MDGs is the National Statistical Committee. However, this body has not been given any special support, particularly in the area of methodology. This has led to a problem with respect to the availability of data sources. Many of the indicators of progress towards the MDGs are based on population censuses and sample surveys of households. As there is a time lag in reporting results, high-quality data on progress towards the MDGs are not available.

An analysis of the adaptation and integration of the MDGs has identified the following main bottlenecks:

1. Despite some successes in mainstreaming the MDGs in the country's development policy papers, in general these papers have not fully reflected the MDG goals and targets. Only 50 per cent of the MDG indicators appear in the sustainable development transition programme. For example, the second target under goal 5 was not adopted by Kyrgyzstan until 2011, even though it was introduced at the international level in 2007.

2. MDG indicators are not clearly spelled out in development policy papers. Many of the indicators in these papers are worded in a manner that is similar but not identical to that of the MDG indicators.

3. Problems in the methodology for calculating indicators. These include, in particular:

– Problems with the base year

As the statistical indicators pertaining to the MDGs were not given much attention at the beginning of the 1990s, it can be presumed that these statistics are not fully reliable. For example, the statistics show significant discrepancies in the level of extreme poverty (58.6 per cent for 1997 and 15 per cent for 1999). The values calculated for the 2015 targets vary widely depending on which year is used as the base year.

[8] These committees include, for example, a cross-sectoral committee on socially significant and especially dangerous diseases of humans and animals; a country coordinating committee on AIDS, tuberculosis and malaria, which reports to the Government of the Kyrgyz Republic; the National Council on Gender Development, which reports to the Deputy Prime Minister; etc.

– Lack of targets

For some of the goals, targets for 2015 have not been established. For example, there is no target with regard to youth unemployment; the practice is simply to monitor changes in the situation.

– Lack of data and changes in the calculation methodology

A number of indicators, including gender-disaggregated and age-specific indicators, have not been monitored. In some cases, even though indicators were calculated at the national level (on poverty, for example), they were not monitored at the local level (i.e. below the provincial level).

Some indicators are hard to isolate at the local level because of the way in which they are calculated. For example, the methodology for calculating extreme poverty has varied. At the same time, in terms of the application of that indicator in formulating social policy, the methodology for harmonizing it with social assistance instruments has been problematic. In other words, it has been difficult to establish a system of vertically consistent indicators and, consequently, to agree on strategies at various levels.

The methodology in relation to some indicators changed during the reporting period. This was the case of indicators on child and maternal mortality.

4. Lack of a cross-sectoral approach to achieving the MDGs. In practice, issues relating to individual goals have been addressed by a particular agency, whereas many MDG targets require an inter-agency approach.

5. The relevant State institution with responsibility for coordinating activities to achieve the MDGs was established very late.

6. Little integration or localization of MDG issues in the regions.

7. Outright omission of the MDGs from national budget documents.

42. In general, Kyrgyzstan has done a great deal of work to implement the Millennium Declaration. In the implementation of the new goals, account must be taken of the problems that have hindered the full achievement of the MDGs. More concerted efforts must be made to achieve the goals and a cross-sectoral approach must be taken to achieve the targets.

Chapter 2. The transition from the Millennium Development Goals to the sustainable development goals (SDGs) in Kyrgyzstan

2.1. Processes for transitioning from the MDGs to the SDGs at the global and national levels

43. The first international legal instruments governing the transition to sustainable development were the Declaration of the United Nations Conference on the Human Environment (Stockholm, 1972); Agenda 21, adopted at the United Nations Conference on Environment and Development (Rio de Janeiro, 1992); and a number of other instruments setting out the basic principles and areas of action of the States Members of the United Nations for the transition to sustainable development. Adopted in 2000, the United Nations Millennium Declaration stresses that the MDGs are underpinned by the principles of sustainable development, including those set out in Agenda 21.

44. The summits on sustainable development held in the new millennium, such as the United Nations Conference on Sustainable Development ("Rio+20"), held in Rio de Janeiro in June 2012, have reaffirmed the steady trend towards the development of theoretical and practical foundations for the transition to sustainable development at the global, regional and national levels.

45. At the organizational level, preparations for the transition to the sustainable development goals began in 2012, when, by its resolution 66/288, the General Assembly endorsed the outcome document of the United Nations Conference on Sustainable Development, entitled "The future we want". Pursuant to paragraph 248 of the outcome document, an Open Working Group of the General Assembly was established on the basis of fair, equitable and balanced geographical representation. In the period from March 2013 to July 2014, the Group held 13 sessions and prepared a report identifying 17 sustainable development goals (SDGs) to be achieved by 2030, which was submitted to the General Assembly in August 2014, at its sixty-eighth session.

46. In 2015, the international community is completing the transition from the MDGs to the SDGs. The whole process of developing the SDGs was reflected in the synthesis report of the Secretary-General entitled "The road to dignity by 2030: ending poverty, transforming all lives and protecting the planet". That report identified six essential elements[9] to help ensure that the ambition and vision expressed by Member States was delivered:

1. Dignity: to end poverty and fight inequality;
2. People: to ensure healthy lives, knowledge and the inclusion of women and children;
3. Prosperity: to grow a strong, inclusive and transformative economy;
4. Planet: to protect our ecosystems for all;
5. Justice: to promote safe and peaceful societies and strong institutions;
6. Partnership: to catalyse global solidarity for sustainable development.

47. In the coming months, the States Members of the United Nations will negotiate the final parameters of the post-2015 sustainable development agenda. It should include concrete goals, together with measurable and achievable targets. Countries with varying capabilities and weaker institutions must not be overly burdened by an agenda that creates additional challenges. The agenda will require serious commitments for financing and other means of implementation, including those to be agreed upon at the third International Conference on Financing for Development in Addis Ababa in July 2015 and at the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change in Paris in December 2015. And it should include strong, inclusive public mechanisms at all levels for reporting, monitoring progress, learning lessons and ensuring mutual accountability. It is expected that the outcome document on the post-2015 development agenda will be adopted at the summit on sustainable development to be held in New York in September 2015.

[9] Material from that session of the General Assembly is used here and below.

48. The sustainable development goals take into account different national realities, capacities and levels of development and respect national policies and priorities. They build on the foundation laid by the Millennium Development Goals, seek to complete the unfinished business of the Goals and respond to new challenges. Targets are defined as aspirational global targets, with each Government setting its own national targets guided by the global level of ambition, but taking into account national circumstances. The goals and targets integrate economic, social and environmental aspects and recognize their interlinkages in achieving sustainable development in all its dimensions.

49. Each goal includes 5 to 19 targets that consist of benchmarks and approaches for achieving them, with support from the world community. In all, there are 169 such benchmarks and approaches, including 126 benchmarks and 43 approaches (measures).[10] Many of the benchmarks also constitute targets and quantitative indicators of progress towards the goals. Other benchmarks, however, are in need of a system of indicators, which the international community has yet to develop. Many of the sustainable development goals are inherited from the MDGs. These include the goals on poverty, health, education, environmental protection, gender equality and mechanisms for international cooperation. But while the SDGs are largely derived from the MDGs, they are wider in scope. They cover sectors such as economic development, the rights of vulnerable groups, better governance and other issues.

50. In Kyrgyzstan, sustainable development issues became part of the strategic development agenda with the adoption of the national sustainable development strategy. Consultations between the Government and the donor community on specific aspects of the SDGs have already begun. The MDG Coordinating Committee has held its first discussions with Government representatives and development partners, and the first round tables have been held.[11]

51. As part of a larger global process, national consultations on the post-2015 development agenda were held in 2013 in order to seek the views of different segments of the population on priority issues for the country's long-term development. According to the respondents, the most important issues for the country's future development are economic growth and employment, governance, conflict resolution and increased stability.

52. In general, respondents identified the following areas for Kyrgyzstan's development beyond 2015 (table 1):

[10] A list of all the goals and targets is provided in annex 1.

[11] For example, at the round table to discuss the outcome of the review of the implementation of the Programme of Action of the International Conference on Population and Development, held in March 2015 under the auspices of the United Nations Population Fund (UNFPA), the SDGs in this area were considered.

Table 1
Key development priorities for Kyrgyzstan, based on national consultations

Economic growth and employment	Energy
Governance	Environmental sustainability
Education	Population dynamics and migration
Conflict and instability	Inequality
Food security	Water
Health care	The family as an institution
Peace and stability	Values

53. The public sector, civil society and small business were represented among the participants. For the first time, socially vulnerable groups (migrants, children and young people, ethnic minorities, women, older persons, unemployed persons and informal-sector workers) took part in the survey.

54. As noted in the report "Post-2015: Strengthening capacity and building effective institutions. A vision for Kyrgyzstan", young people have participated actively in all phases of the national consultations. Young leaders from five provinces met from 14 to 18 July 2014 for the youth forum "We are on the country's 2015 development agenda". They discussed the country's future, the development agenda and the role and place of youth in decision-making at both the local and national levels.

2.2. Integrating the SDGs into existing strategies and programmes

55. Sustainable development issues came to the fore in Kyrgyzstan some time ago. The MDG system has already laid the foundations for sustainable development, considering development as a multifaceted issue. This is reflected in the preparation and adoption of two policy instruments at the national level: the national sustainable development strategy and the sustainable development transition programme. Both instruments place sustainable development at the heart of their agenda.

56. It must be emphasized that, as the country never established 2015 as a concluding phase, most policy instruments were adopted for other time frames. The country now has more than 50 different sectoral programmes, with various time horizons beyond 2015, that deal to some extent with different aspects of the SDGs.

National sustainable development strategy and sustainable development transition programme

57. On 21 January 2013, based on the outcome of the second meeting of the National Council for Sustainable Development, the President of the Kyrgyz Republic issued a decree approving the national sustainable development strategy. The approved strategy paper for the period up to 2017 is essentially a framework. In that paper, the President of the Kyrgyz Republic identifies the strategic directions and main priorities of the new sustainable development model and takes the initiative of launching 77 major investment projects for the period.

58. The long-term strategic vision set forth in the document is of a strong and independent Kyrgyzstan that is entering the ranks of the developed countries and offers a good standard of living to its people, protecting their rights, freedoms and security in a multilingual and welcoming national environment with respect for the rule of law, high levels of education, a healthy environment, social stability, an international image as a successful country, sustainable economic growth and strong appeal for investors.

59. For the period up to 2017, Kyrgyzstan faces the task of succeeding as a democratic State with a stable political system, a rapidly developing economy and steadily rising incomes for its population.

60. Considering the need for an effective management tool for implementing the sustainable development strategy, the Government decided to develop a programme for the transition to sustainable development. The programme stipulates that this five-year period will constitute the first stage of the transition to a sustainable development model.

61. The sustainable development transition programme is based on five new components. Three sections of the programme, with their corresponding policy measures (on the economy, social development and the environment), are closely interlinked with the components of the sustainable development model. The programme uses the cross-cutting principle of policymaking on the transition to sustainable development through the interlinkage of economic, social and environmental processes.

62. Considering that sustainable development consists, first and foremost, of integrated and balanced public administration, the programme spells out specific requirements for key pillars of governance: (i) institutional capacities; (ii) legislation; (iii) human resources and the need to develop them to advance the principles of sustainable development; and (iv) the need for reliable information to serve as a basis for sound political decision-making.

63. A third novel element of the programme in the context of the country's transition to sustainable development is the pillar on human development policy, with detailed plans by the Government to enhance the quality of life of each segment of the population.

64. A fourth innovative element is the involvement of cross-sectoral units in the provision of public services to citizens, which have never before been mentioned in any programme and always represented a weakness in public administration.

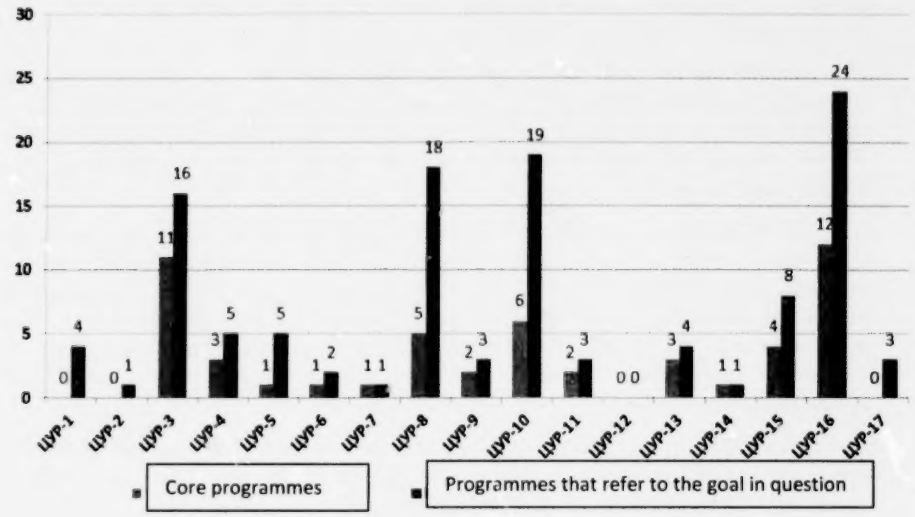
65. The programme's cross-cutting section is the one on sustainable development policy for the regions, and is the fifth element of the new approach, as national sustainable development is not possible without the contribution of the regional economies.

Sectoral policy papers

66. Various sectoral instruments, such as concept notes, strategies and programmes, are being implemented in the Kyrgyz Republic. These papers vary in terms of their time frames and the sectors they cover. It should be pointed out that these instruments were not adopted in order to implement the SDGs; however, policy papers, especially those drawn up since 2013, have been geared to achieving

the targets of the national sustainable development strategy and the sustainable development transition programme, and therefore include sustainable development components. Many such papers, while multipronged in nature, are generally structured around a particular area of focus that is linked quite closely to one of the sustainable development goals, as shown in figure 2.

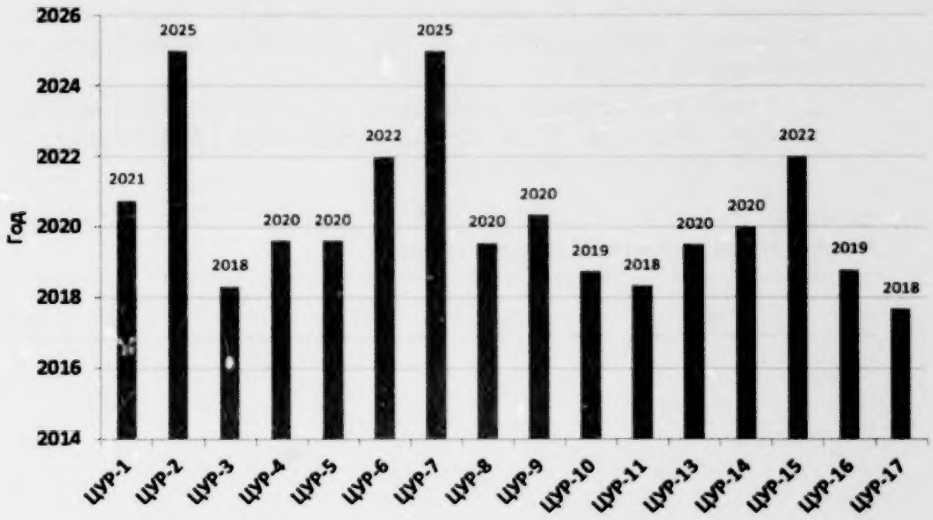
Figure 2
Number of programmes that refer to SDG targets[12]



67. The figure shows that there are sectoral policy papers geared directly to achieving selected SDG targets. However, there are no such papers relating to goals 1, 2 or 12. Most of these instruments establish additional goals that impact other SDG targets; i.e., they are cross-sectoral in nature. On average, each sectoral paper covers 2.6 SDG targets. The core document on goals 1 and 2 is the 2015-2017 programme for the development of social protection for the population of the Kyrgyz Republic, which has been submitted for approval but has not yet been considered. The lack of core and non-core instruments concerning goal 12 reflects the fact that the subject matter of this goal, "Ensure sustainable consumption and production patterns", is relatively new to our country.

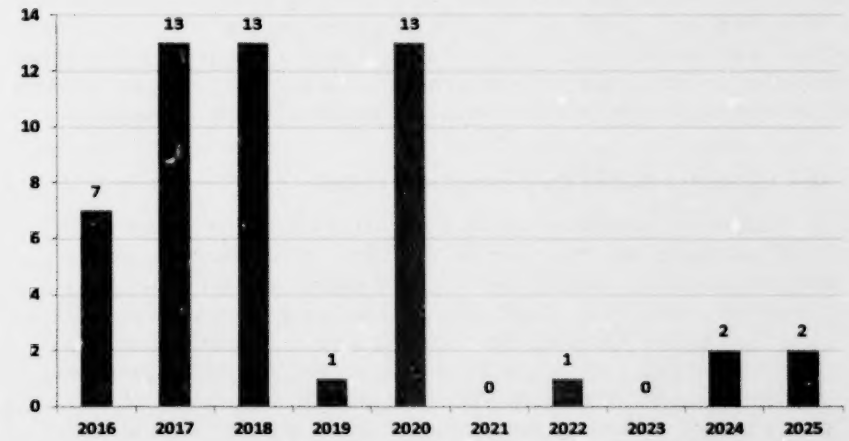
[12] These programmes were identified using the Toktom database of legal and policy instruments.

Figure 3
Average time horizon of sectoral papers



68. Figure 3 shows the average time horizon of sectoral papers relating to the SDGs. Figure 4 charts the distribution of sectoral papers by year. These figures indicate, in general, that elements of a long-term vision have already been put in place in the country. At least 18 of these instruments (or 30 per cent) look to 2020 and beyond (figure 4), and they cover nearly all of the SDGs.

Figure 4
Number of sectoral policy papers concluding each year



69. Table 2 gives a breakdown of sectoral policy papers by category. The table reveals a number of interesting points:

1. There is a definite balance between the time frames of programmes and strategies. Strategies are usually implemented over a longer term than programmes, given the purpose of these instruments, although there are certainly many exceptions.

2. There is an imbalance between the time horizons of concept notes and strategies. This is due to the fact that most strategies include conceptual elements of the thematic area in question.

Table 2
Number of policy papers, by category (name)

Year	*Programme*	*Strategy*	*Concept note*	*Priority*	*Package of measures*	*Policy*	*Enhancement*	*Total*
2016	6	1						7
2017	6	1	1	3	1	1		13
2018	3						1	4
2020	4	5	5	1				15
2022		1						1
2023		1						1
2024				1				1
2025	1	1						2
Total	**20**	**10**	**6**	**5**	**1**	**1**	**1**	**44**

2.3. Analysis of concordance between national policy instruments and SDG targets

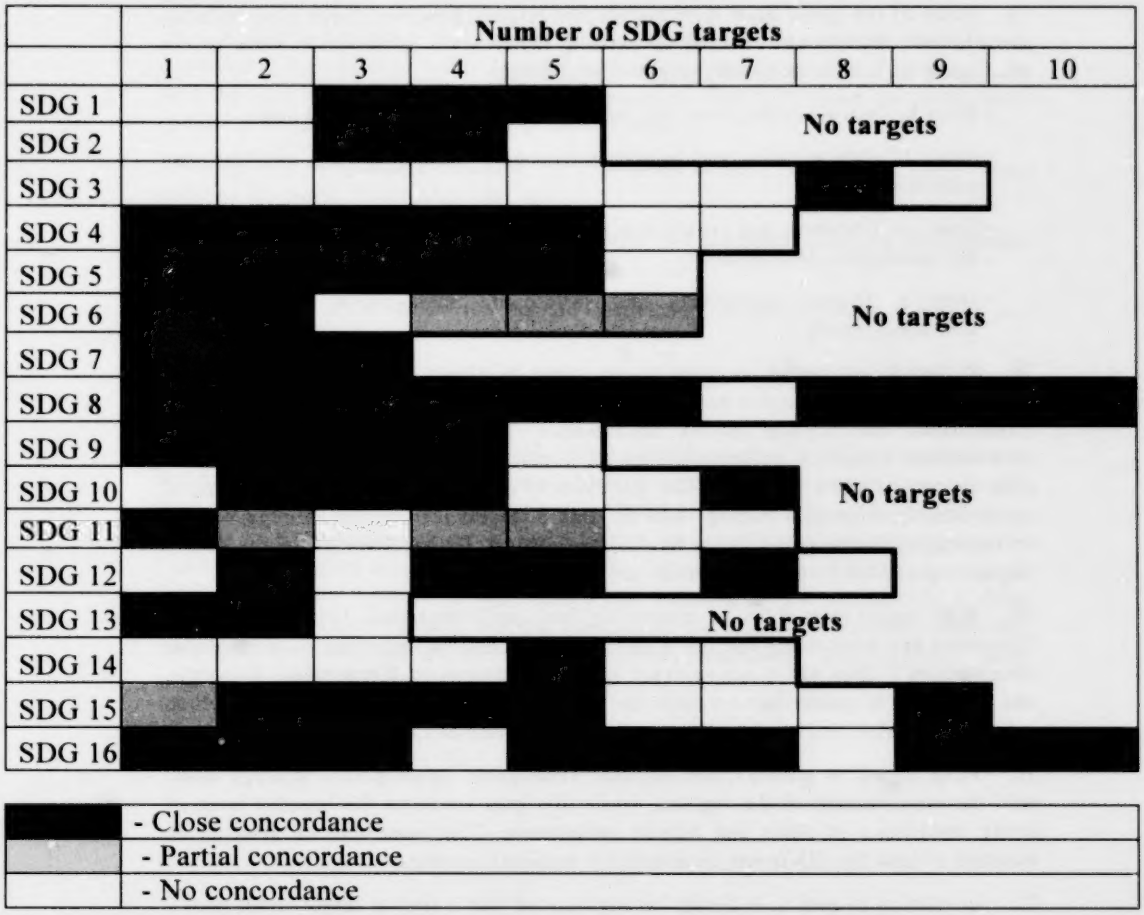
70. Most policy instruments were adopted prior to the commencement of the transition to the SDGs. This includes both the national sustainable development strategy and the sustainable development transition programme. At the same time, they were developed against the backdrop of global and national discussions on post-2015 development issues. It may thus be expected that these policy papers already reflect a sizeable number of SDG targets. The following analysis shows the extent to which the targets developed have been included in those instruments.

Box 1 Construction of the concordance charts

Areas of concordance between the SDGs and policy papers were identified by means of a simple procedure. Overlaps between the wording of the targets contained in policy papers and that of the SDG targets were analysed, and concordance charts were constructed on that basis (see figures 5 and 6). The charts' columns show the number of targets under each goal, while the rows show the different sustainable development goals. Dark grey shading is used to indicate full or very close concordance between the wording of targets in national instruments and the wording of the SDG targets. Light grey shading represents partial concordance. The absence of shading means that the national instrument contains no targets with wording that corresponds to SDG targets.

These charts exclude goal 17 of the SDGs because it concerns global partnerships, while the present report examines only national instruments.

Figure 5
Concordance between SDG targets and national sustainable development strategy targets



71. The concordant targets are concentrated to some extent in the first half of the set of goals. These goals are generally the ones that were transposed from the MDGs to the SDGs; this reflects the significant amount of work done to integrate global goals into national policy instruments.

72. As this chart shows, some of the goals include a considerable number of targets that coincide almost completely with the wording of targets in the national sustainable development strategy. These are:

- Goal 5. Achieve gender equality and empower all women and girls;

- Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation;
- Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

73. None of the goals have fully concordant targets, however. Each goal includes some targets that are not covered by existing instruments. Meanwhile, some of the other goals do not include many targets that overlap:

- Goal 3. Ensure healthy lives and promote well-being for all at all ages;
- Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable;
- Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development;
- Goal 6. Ensure availability and sustainable management of water and sanitation for all.

74. It should be noted, in relation to some of these goals, that the lack of concordance with the targets under goal 3 does not mean that this goal has not been incorporated into Kyrgyz policy instruments. The analysis of the sustainable development transition programme shows a much higher degree of concordance with the targets under this goal. The low level of concordance between the national sustainable development strategy and the goal 3 targets reflects the strategy's focus on institutional arrangements for health-care reform. Fuller coverage of the goal 3 targets is provided by the Den Sooluk programme.

75. With regard to goal 14, an interesting fact should be noted. This goal, entitled "Conserve and sustainably use the oceans, seas and marine resources for sustainable development", does not seem relevant to the conditions in Kyrgyzstan. However, one target that is concordant concerns the conservation of coastal ecosystems, which is fully applicable to the lakes in Kyrgyzstan, in particular Lake Issyk-Kul.

76. With regard to goal 11, the national sustainable development strategy deals with the development of the regions, while this goal concerns the broader issue of living conditions in cities and human settlements. This issue can be seen as an example of how the SDGs can be adapted to national contexts.

77. In relation to goal 6, it should be emphasized that a similar target under goal 7 of the MDGs was not duly reflected in previous policy instruments, and progress in this regard was minimal. The insufficient attention paid to this issue is attributable in part to the underfunding of environmental activities and the low political status of the institutions responsible for this area.

78. In the sustainable development transition programme, the largest number of overlapping targets are observed in relation to the following goals (figure 6):

- Goal 1. End poverty in all its forms everywhere;
- Goal 5. Achieve gender equality and empower all women and girls;

- Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all.

79. With respect to goal 1 of the SDGs, in the earlier process of incorporating the MDGs, extreme poverty was regarded as secondary to the phenomenon of poverty in general. The sustainable development transition programme includes targets concerning support for the most vulnerable segments of the population, but their wording differs from that of the SDGs. This goal can also serve as an example of adaptation.

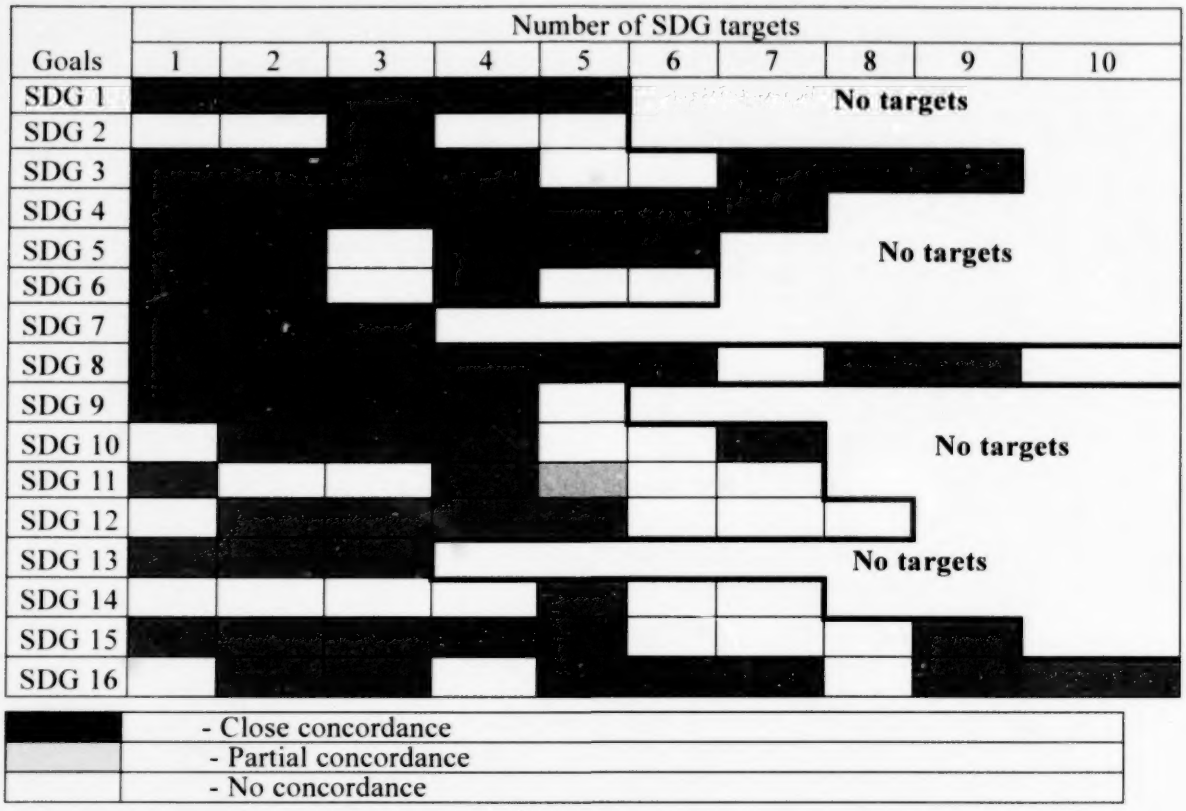
80. It should be noted that, as mentioned above, the sustainable development transition programme includes many more targets relating to goal 3 of the SDGs than the national sustainable development strategy. This is because the programme spells out the activities in this area in more detail.

Although the programme includes more detailed targets, it does not fully cover some of the goals. These are:

- Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture;
- Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable;
- Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development.

81. With respect to goals 11 and 14, the explanation provided above in relation to the national sustainable development strategy applies to the programme as well. With respect to goal 2, the lack of concordance is attributable to several factors. Hunger in Kyrgyzstan has never been treated as a distinct phenomenon, yet the trends in this regard are of serious concern, as shown in chapter 1 above. As regards food security and support for agriculture, the wording in the programme is fully consistent with that of goal 2, but the wording of the targets is markedly different. This goal may also be an example of national adaptation, although this issue requires separate study with the participation of all stakeholders.

Figure 6
Concordance between SDG targets and sustainable development transition programme targets



82. Figure 7 shows concordance indices (see box 2) for all the goals and targets in relation to the national sustainable development strategy (blue bars) and the sustainable development transition programme (red bars). In general, the concordance index for most of the goals is higher in relation to the programme, which contains more detailed targets.

Box 2. Calculation of concordance indices

Targets were assigned a value of 0 if they showed no concordance with the SDG targets;

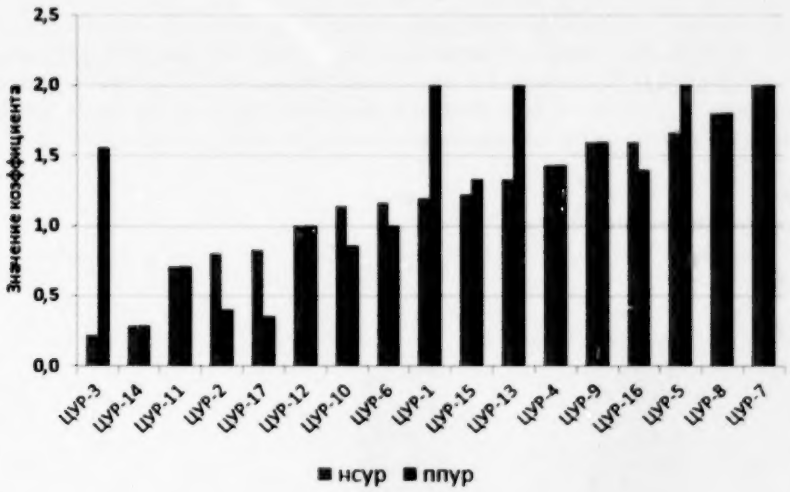
a value of 1 if they showed partial concordance;

and a value of 2 if they showed full concordance.

Thus, if all the targets are fully concordant, the average value for the goal is 2; if none of them show any concordance, the value is 0.

Example: Goal 6 has six targets. Two of them are fully concordant with those in the strategy (2 points), one shows no concordance (0 points) and three show partial concordance (1 point). The average value is thus 7 divided by 6, or 1.1.

Figure 7
Indices of concordance between the national sustainable development strategy and sustainable development transition programme targets and the SDG targets



83. For some of the goals, the concordance indices for the programme are lower than those for the strategy. These are:

- Goal 6. Ensure availability and sustainable management of water and sanitation for all;
- Goal 10. Reduce inequality within and among countries;
- Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture.

84. A comparison between the strategy and the programme in terms of their aggregate concordance indices (i.e., the average values of the indices for all the goals in figure 7) shows that the aggregate index for the programme is slightly higher, although it is very close to the index for the strategy. Both concordance indices are higher than 1, indicating an above-average level of concordance. It can thus be inferred that, on average, the goals and targets in these instruments are fairly consistent with the SDGs. This can be seen as a positive result, given that these documents were prepared in 2012-2013.

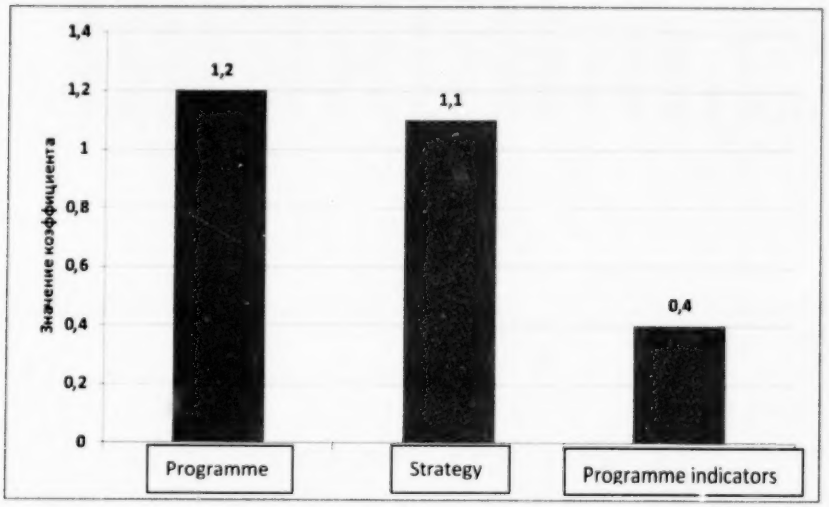
85. As part of this analysis, a similar assessment of consistency between the indicators in the sustainable development transition programme and the SDG targets was carried out. It is important to stress that the international community has yet to develop a uniform system of indicators of progress towards the SDGs. Nevertheless, some of the targets are expressed in quantified form. For example, target 3.1 under goal 3, "Ensure healthy lives and promote well-being for all at all ages", is worded as follows: "By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births". This indicator will undoubtedly be used at the national level.

86. Other targets are worded in such a way as to suggest a set of indicators. For example, target 1.4 reads, "By 2030, ensure that all men and women, in particular

the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance".

87. The system of national indicators can be used to gauge overall progress towards all of the SDG targets. The sustainable development transition programme is the implementing instrument for the national sustainable development strategy and includes a system of indicators that has been used as the basis for this assessment. In this case, the concordance index is 0.4 (see figure 8).

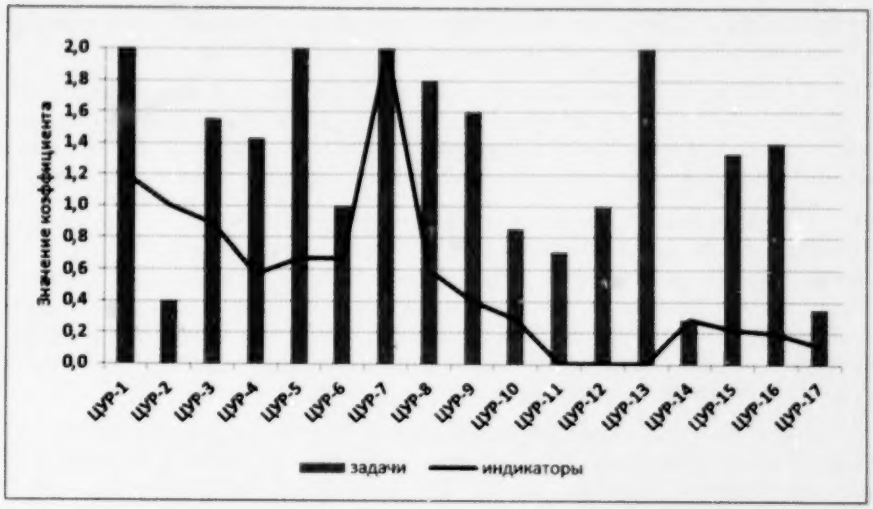
Figure 8
Aggregate concordance indices



88. When the concordance indices (figure 9) are considered separately for each of the SDGs, the indices for goals 7 and 1 stand out, as they are higher than 1. The concordance indices for the indicators under most of the other goals are very low.

Figure 9

Concordance indices for sustainable development transition programme targets (blue bars) and indicators (red line)



89. As a rule, the indicator indices are higher in the case of goals that follow on from the MDGs (concerning health, education, gender equality and poverty) and lower in the case of new goals. This shows that the institutional system created to support the MDGs is generally effective and that operational mechanisms, including those for monitoring and evaluation, can be transferred fairly easily to the new SDG system. While considerable work remains to be done to develop the indicators, the overall framework for the SDG targets is already in place.

90. The analysis of the strategy and programme has revealed the degree to which each of these instruments is inconsistent with the SDG targets. It is now necessary to consider both instruments in their relationship as a whole. That is, if one of documents insufficiently covers the targets under a particular goal and the other covers them completely, the overall outcome is complete coverage of the targets under that goal. The concordance index thus increases, to 1.44.

91. An analysis of medium- and long-term sectoral development policy papers has shown that their level of concordance with the SDG targets is low. This is because no programme is comprehensive enough to cover all aspects of the SDGs. Consequently, one of the challenges ahead is to define principles and procedures for the drafting of sectoral policy papers.

2.4. The strategic planning process and the SDGs

92. Issues concerning the integration of the SDGs into development policy papers are inextricably linked to the enhancement of the strategic planning system. The Government of the Kyrgyz Republic has taken a number of initiatives in this regard. A draft law on the State strategic planning system was approved by a government decision and is currently under consideration in the Zhogorku Kenesh. Methodologies have been adopted for strategic planning on sustainable development and for assessing and cataloguing public policy instruments in line with the strategic

planning framework. These instruments were adopted in connection with the State's current system of forecasting, which is being implemented through the law on public forecasting of socioeconomic development in the Kyrgyz Republic and through the Government-approved system of public forecasting and the procedure for forecasting socioeconomic development in the Kyrgyz Republic. The forecasting system does not cover the main elements of the strategic planning system.

93. As can be seen from the above analysis, a number of issues related to the SDGs are in need of further elaboration and improvement. The existence of sectoral policy papers with time frames and targets that differ from those established under national policy papers reveals inconsistencies in the hierarchy of policy documents.

94. The draft law on the State system of strategic planning in the Kyrgyz Republic, which has been submitted to the Zhogorku Kenesh, is aimed at harmonizing all matters related to the initiation, development, review, approval, implementation, monitoring, evaluation and adjustment of public policy instruments at all levels. It sets out the organization and basic principles of strategic planning, the system of public strategic planning documents and the responsibilities of those involved in the strategic planning process.

95. One of its key advantages is that it establishes a hierarchy among the various kinds of policy instruments (concept notes, strategies, programmes and plans). It also establishes a hierarchy among the three levels of government policy instruments (national, territorial and agency-specific policy papers), and a provisional system of harmonization among the different types of instruments.

96. The adoption of the methodology for strategic planning on sustainable development and the methodology for assessing and cataloguing public policy instruments in line with the strategic planning framework has made it possible to use a uniform methodology to develop all types of policy papers and to conduct an inventory of sectoral programmes, with a view to addressing the shortcomings noted in this regard.

97. This is a significant step forward. The next step will be to prepare regulations on the establishment of a rolling system of planning, which should prescribe the intervals at which instruments should be updated and should specify how the SDGs should be applied in the preparation of policy instruments of all kinds.

2.5. Institutions responsible for defining the strategic development agenda

98. Institutions at several levels work in one way or another to support the achievement of the MDGs, and will do likewise in relation to the SDGs:

- The National Council for Sustainable Development;
- The MDG Coordinating Committee;
- Cross-sectoral councils, commissions and committees;
- Ministries and agencies.

The present report addresses the first three levels, which are of a cross-cutting nature, in line with the MDGs and SDGs.

99. The National Council is an advisory and coordinating body. Its goals are to promote the adoption and implementation of strategic instruments on sustainable development and to coordinate the efforts of public authorities in this area. Its tasks

are to develop, negotiate and adopt consolidated proposals for implementing the country's development policy instruments and to monitor and assess their implementation.

100. The National Council is composed of the President, the Speaker of the Zhogorku Kenesh, the Prime Minister, the President of the Supreme Court, the Deputy Prime Minister, leaders of political parties, the President's Chief of Staff, the Secretary of the Defence Council, the Attorney-General, the President of the National Bank, the Minister of Finance, the Minister of Economic Affairs, the Secretary of the Business and Investment Development Council and other officials. The Office of the President, Division of Financial and Economic Analysis and Development Monitoring, serves as the secretariat of the National Council.

101. The MDG Coordinating Committee is another advisory body that coordinates the activities of State entities, local government administrations, local authorities, international and academic organizations and representatives of civil society.

102. The Coordinating Committee is chaired by the Deputy Prime Minister for Social Affairs. The Committee's membership consists of representatives of relevant ministries and departments, the Office of the Prime Minister and donor organizations.

Cross-sectoral collaboration at the sectoral level

103. Considerable attention has been given to intersectoral collaboration. Table 3 shows the number of cross-sectoral forums that have been created since 2000 and the SDGs to which they correspond most closely.

Table 3
Number of cross-sectoral councils, commissions and committees

	Councils		*Committees*		*Commissions*		*Total*	
	National level	*Regional level*	*National level*	*Regional level*	*National level*	*Regional level*	*National level*	*Regional level*
SDG 1	4				1		5	
SDG 2			1				1	
SDG 3	7	2	4	4	1	1	12	7
SDG 4	1						1	
SDG 5	1							
SDG 6	2				1		3	
SDG 7	1						1	
SDG 8	2		1		1		4	
SDG 9	3			1	1		4	1
SDG 10	2						2	
SDG 11	3	5			1		4	5
SDG 12			1		2		3	
SDG 13					1		1	
SDG 14								
SDG 15	1				1		2	
SDG 16	7	1	4		4		15	1
SDG 17	11		3		1		15	
Total	**45**	**8**	**14**	**5**	**15**	**1**	**74**	**14**

104. Several trends in cross-sectoral collaboration should be noted:

1. Consolidation of cross-sectoral forums. In the past, the format of cross-sectoral forums limited the coverage of the goals to a single subsector, such as health care. The recently established Coordinating Council on Public Health is an example of the expansion of coverage of the relevant issues. The Council will coordinate the work of the health-care system, including the Coordinating Council on Tobacco Control, the National Emergency Commission on Epidemic and Epizootic Control, the Country Coordinating Committee on HIV/AIDS, Tuberculosis and Malaria and the Cross-sectoral Coordinating Council on Reproductive Health.

2. Raising the status of the head of each cross-sectoral body. In many cases, a public servant with a rank not lower than Deputy Prime Minister is selected as chair. For example, the Deputy Prime Minister for Social Affairs is responsible for overall coordination of the efforts of all actors and stakeholders to ensure coherence in implementing the national plan of action for achieving gender equality. This same high-ranking government official is the Chair of the MDG Coordinating Committee. In each case, the relevant Ministry acts as the secretariat of the cross-sectoral forum in question: the Ministry of Labour, Migration and Youth in the first case and the Ministry of Economic Affairs in the second.

There is a similar situation with the Coordinating Commission on Climate Change, which was established by the Government as a cross-sectoral body on climate change. The State agency for the environment and forests is a working body of the Commission.

However, the aforementioned cross-sectoral forums have not yet been able to sufficiently cooperate with the National Council for Sustainable Development and the MDG Coordinating Committee.

3. The greatest number of cross-sectoral forums are concentrated around three goals:

- Goal 3. Ensure healthy lives and promote well-being for all at all ages;
- Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels;
- Goal 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development.

This indicates that the targets associated with the SDGs have a substantial institutional framework. In connection with these goals, it is necessary to develop consolidation mechanisms for cross-sectoral forums, as was done in the health sector. It is also important to decide how issues relating to gender equality will be monitored under the relevant goals.

4. Processes occurring at the regional level are similar to national processes. However, the capacity of regional bodies is significantly less than that of national bodies and, consequently, it is necessary to provide them with intellectual and technical support.

105. The report "Post-2015: Strengthening capacity and building effective institutions. A vision for Kyrgyzstan" provides an assessment of the state of central and local institutions for sustainable development.

This analysis shows that, in Kyrgyzstan, a foundation has been laid for the transition from the MDGs to the SDGs. High-level cross-sectoral institutions for defining development policy have been established and are now in operation. Existing policy papers and legislative instruments reflect the SDG goals and targets to some extent.

There are certain constraints that may hinder the process of transitioning to the SDGs. The most important of these are:

- Inadequate communication between cross-sectoral forums at the national, sectoral and agency levels;
- Insufficient attention to some of the targets under certain goals;
- Issues with the legislation that defines the basic principles, components and procedures of strategic planning;
- The low capacity of the public institutions responsible for strategy issues, particularly at the sectoral and local levels.

Conclusion

Key findings

106. The preliminary results of efforts to achieve the MDGs in the Kyrgyz Republic are uneven. Significant progress has been made only in relation to two of the eight goals, while there has been a positive trend in relation to three, but a lack of progress on the remaining three. As for the target values set for the 37 officially adopted indicators, 6 have been achieved and progress has been made towards 7. There are no significant positive developments for the rest.

107. Goal 1 of the MDGs was achieved with the reduction of extreme poverty by more than half. Significant progress was achieved on goal 7. According to international assessments, the target value for the infant mortality indicator was reached. Problematic issues include maternal mortality, morbidity and mortality from tuberculosis, the increased prevalence of HIV infection, gender equality issues, and acute issues of sanitation access and drinking water quality.

108. One of the reasons for the complex nature of slow progress in achieving the MDGs, along with sector-specific causes, is the slow formation of the institutional framework. After the adoption of the Millennium Declaration, there was a three-year gap before a system of MDG indicators was developed; a six-year gap before the first direct inclusion of the MDGs in the sectoral strategic framework; and more than an eight-year gap before the MDG Coordinating Committee was established.

109. Despite some successes in mainstreaming the MDGs, not all goals and targets have been fully reflected. Only about 50 per cent of the MDG indicators appear in the sustainable development transition programme. There is a lack of clear language on the MDG indicators in development policy papers. The cross-sectoral approach to achieving the MDGs was not fully implemented.

110. In practice, issues relating to individual goals have been addressed by a particular ministry or agency, whereas many MDG targets require a cross-sectoral approach. Owing to a lack of institutions and the necessary statistics, there was little integration or localization of MDG issues in the regions.

111. While an analysis of the national sustainable development strategy and the sustainable development transition programme reveals a certain lack of consistency between each individual document and the SDGs, it is necessary to consider the two documents as a whole. On average, 72 per cent of the SDG targets are reflected in these two complementary instruments.

112. Moreover, an analysis of medium- and long-term sectoral development policy papers has shown that their level of concordance with the SDGs is low. Consequently, one of the most important challenges ahead is to clearly define principles and procedures for the drafting of sectoral policy papers.

113. As the above analysis shows, in Kyrgyzstan, a strong foundation has been laid for the transition from the MDGs to the SDGs. High-level cross-sectoral institutions have been established and are functioning, defining the policy agenda for development; existing policy papers that define the goals reflect the SDG goals and targets to some extent; and legislation is being drafted for the implementation of strategic planning issues in day-to-day practice. At the same time, there are some constraints that may hinder the process of transitioning to the SDGs and to a development agenda that is more global than that of the MDGs.

Adapting the SDGs to national conditions

114. At present, the international community, which is responsible for formulating the SDGs, is awaiting some important events. They include the third International Conference on Financing for Development (Addis Ababa, July 2015) and the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (Paris, December 2015). In addition, the main event is the United Nations summit to adopt the post-2015 development agenda (New York, September 2015).

115. Preparations have begun for the effective transition from the MDGs to the SDGs.

1. As the SDGs have a much broader[13] agenda than the MDGs, there are plans to identify hierarchical levels of policy documents, in which the relevant targets and indicators should be set out. For example, a number of targets were adopted under the long-term strategy, while others have been incorporated into sectoral programmes, as was done under the national sustainable development strategy in relation to the "Den Sooluk" programme. There are plans to consider and clearly establish reference norms so that the essence of the SDG targets is not lost. It is extremely important to have a clear definition of principles and procedures, which will guide the preparation of sectoral policy papers that take into account national policy instruments and the SDGs.

[13] During the discussions on this report, national experts expressed the view that, in terms of focusing resources, it would be appropriate to consolidate the existing global targets in order to reduce their number to 8 to 10.

2. The language of many of the accepted targets and indicators will be adapted. Goal 14, "Conserve and sustainably use the oceans, seas and marine resources for sustainable development", may serve as an example. Two of the targets, one on coastal ecosystems and one on sustainable fisheries, relate to Lake Issyk-Kul. This formulation, when applied to Kyrgyzstan, could be "Conserve and sustainably use lakes and their resources for sustainable development".

3. The wording of certain targets should also be improved so that they take Kyrgyzstan's specific development circumstances into account as far as possible. Migration issues are one example, as in the SDGs they are seen through the prism of labour rights, whereas a more expanded interpretation and inclusion of migration as a cross-cutting issue under other targets would be important for the Kyrgyz Republic.

4. It is important to make projections for the indicators. This will make it possible to clarify problem areas, focus the attention of the State, donors and civil society on those areas, define clear mechanisms to finance the process of achieving the SDGs, redistribute expenditure in line with priorities and set clear benchmarks for international partners that are supporting Kyrgyzstan's development.

5. The continuity of actions initiated in the process of developing the MDGs will be ensured. Special attention will be given to the "new" development goals. It should be borne in mind that a number of both partner and State organizations have not worked previously on the MDGs and that the working arrangements for achieving the SDGs are therefore new to them. The measures for such organizations will include round tables with broad stakeholder participation, discussions with the Government concerning working arrangements and the creation of specific road maps for such purposes.

6. Extensive discussions on issues related to achieving the indicators will be held at the department level with the broad participation of professional communities in order to develop recommendations on the adaptation of specific indicators.

116. In order to implement all these initiatives, a framework for adapting the SDGs to national conditions will be prepared and will be devoted entirely to the adaptation of the SDGs and their integration into the country's strategic and programme development instruments. The document will include new goals and targets, timelines, indicators and pilot projects, as well as all the issues identified above. The adoption of the document will make it a kind of road map for mechanisms to integrate the SDGs into the country's policy instruments.

Improving the system of national and regional institutions involved in achieving the SDGs

117. As demonstrated by the lessons learned from the process of working towards the MDGs, institutional support and effective strategic planning play a major role in the achievement of targets.

1. In order to improve the system of national institutions responsible for the integration of the SDGs into the country's strategic development agenda, various options are being examined to expand the powers of the MDG Coordinating Committee, owing to the expansion of the strategic development agenda. Entrusting the chairmanship of the Committee to a higher-ranking official such as the First

Deputy Prime Minister or the Prime Minister is under consideration, as well as establishing a number of thematic groups on cross-sectoral SDG issues, led by senior officials appointed by the Kyrgyz Republic's National Council for Sustainable Development. This is because a number of goals cannot be realized without the participation of the judicial and legislative branches, such as goals that involve improving access to justice or ensuring the rights of vulnerable groups, etc. Thus, the coherent engagement of all branches of government is needed to achieve the SDGs.

2. There must be interaction among institutions at the national level with cross-sectoral coordinating committees. This requires the increased participation of donors and civil society at all levels of cross-sectoral collaboration, including at the national level. The coordination forums will include representatives of the cross-cutting areas, such as experts on gender equality or youth issues.

3. The role of the Development Partner Coordination Council must be strengthened and, potentially, restructured, to more coherently reflect the SDG-based development agenda. While preparing for the high-level development conference which took place in Kyrgyzstan on 10 and 11 July 2013, donors formed 19 working groups covering all development issues. The topics addressed by these working groups were similar to those of the SDGs. This experience may be useful in implementing the SDG framework, with the creation of such continuously active donor groups.

4. Enhancing the strategic planning system. Decisions will be taken on the issue of including the SDGs in all types of policy instruments.

5. There are plans to continue working on strengthening the systems, mechanisms and instruments for implementing sectoral policies and to enhance the quality of strategic planning in ministries and government agencies. This will involve intensifying the activity of the ministry and agency divisions in charge of designing the governing body's programme of work and monitoring progress in the implementation of sectoral policies related to the SDGs.

6. Assistance in increasing the capacity of government bodies and local authorities will be provided in the form of technical and intellectual support, particularly in the area of strategic planning.

7. Efforts will be made to strengthen the SDG-based indicator system and to establish a monitoring and evaluation system. The SDG framework gives rise to new demands for high-quality statistics, not only in the area of data collection, but also in the implementation of new data collection and analysis methods.

8. It is necessary to develop a system of indicators of achievement of the goals which is applicable to all levels of government (national, provincial/municipal, district and local). Monitoring must be inextricably linked to the accountability system of government agencies and the public oversight provided by civil society.

9. It is necessary to ensure significant intellectual support from the expert and donor communities in order to enable government bodies to implement such recommendations.